

# POSTAL FIELD SERVICE

## EMPLOYMENT BY GRADE, POSTAL FIELD SERVICE, JUNE 30, 1969

Grade	Number	Percent of total postal field service
1	405	0.1
2	4,067	0.7
3	13,749	2.2
4	47,845	7.8
5	443,241	72.2
6	40,664	6.6
7	12,947	2.1
Total 1-7	562,918	91.7

## MINORITY GROUP EMPLOYMENT, POSTAL FIELD SERVICE, NOVEMBER 30, 1969

Grade	Total employment	Minority employment	Percent within each grade
1	481	271	56.3
2	4,265	2,330	54.6
3	27,565	4,269	15.5
4	61,885	32,024	51.7
5	463,835	105,083	22.7
6	41,693	9,849	23.6
7	12,957	921	7.1
Total 1-7	612,681	154,747	25.3

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## WAGE SYSTEM

EMPLOYMENT BY SALARY GROUP, WAGE SYSTEM\*,  
JUNE 30, 1969

Salary group	Number	Percent of total wage system
Up thru \$5,499	67,382	11.2
\$5,500-6,999	183,939	30.6
\$7,000-8,999	265,246	44.1
Total thru \$8,999	516,567	85.8

\* Excludes foreign nationals.

MINORITY GROUP EMPLOYMENT BY SALARY GROUP, WAGE  
SYSTEM, NOVEMBER 30, 1969

Salary group	Total employment	Minority employment	Percent within each salary interval
Up thru \$5,499	48,012	26,559	55.3
\$5,500-6,999	149,327	61,036	40.9
\$7,000-8,999	253,712	54,166	21.3
Total thru \$8,999	451,051	141,761	31.4

MINORITY GROUP EMPLOYMENT, GENERAL SCHEDULE OR  
SIMILAR TO GENERAL SCHEDULE GRADES\*, NOVEMBER 30, 1969

Grade	Total employment	Minority employment	Percent within each grade
1	1,919	1,152	60.0
2	23,222	8,277	35.6
3	114,952	33,817	29.4
4	171,955	40,230	23.4
5	153,010	31,252	20.4
6	74,182	12,089	16.3
7	112,833	14,732	13.1
Total 1-7	652,073	141,549	21.7

\* "Similar to General Schedule" refers to all positions which follow the same grade and pay as the General Schedule.

EMPLOYMENT OF WOMEN IN WHITE COLLAR PAY PLANS  
(GENERAL SCHEDULE GRADES OR THE EQUIVALENT\*),  
OCTOBER 31, 1968

Grade or equivalent	Total	Women	Percent within each grade
1	6,560	4,444	67.7
2	34,454	26,948	78.2
3	142,177	111,475	78.4
4	193,015	145,685	75.5
5	629,486	183,168	29.1
6	107,367	53,661	50.0
7	154,379	54,866	35.5
Total 1-7	1,267,438	580,247	45.8

\* "Equivalent" relates all white-collar pay plans (including Postal Field Service) to General Schedule on the basis of grade or salary level.

ADDITIONAL FACTS ABOUT EMPLOYMENT AT THE LOWER LEVELS

# ADDITIONAL FACTS about employment at the lower levels

## GENERAL SCHEDULE AND RELATED

### EMPLOYMENT BY GRADE, GENERAL SCHEDULE, JUNE 30, 1969

Grade	Number	Percent of total general schedule
1	2,062	0.2
2	29,542	2.3
3	131,030	10.1
4	184,703	14.2
5	159,102	12.2
6	73,734	5.7
7	116,338	9.0
Total 1-7	696,511	53.6

# COMMUNICATIONS

## suggested goals

Conduct active communication programs designed to provide meaningful information to lower level employees, supervisors and employee organizations on the objectives and components of the upward mobility program and the opportunities available for career counseling, education, training and upward mobility.

Inform lower level employees of specific job and developmental opportunities available and limitations to such opportunities.

Use media and techniques which are designed to most effectively communicate program information to the various target audiences.

Ensure that publicity used does not create false impressions of rapid advancement without effort on the part of the individual employee and without meeting necessary qualifications requirements.

## suggested agency actions

Establish active programs to communicate to all lower level employees, with emphasis upon oral and visual communication.

Communicate to all levels the objectives and components of the upward mobility program.

Establish channels of communication from lower level employees to program and agency management on their perception of the program's success or failure.

Communicate on a continuous basis top management's commitment to the program to all levels of the organization.

Use house organs, meetings, conferences and appropriate ceremonies to cite program progress.

Ensure that false impressions about rapid advancement are not created among lower level employees.

## commission support actions

Develop and make available to agencies a kit of materials (e.g., sample booklets, video tapes, and films) which they could use as is or adapt as basic

ingredients of their communication activities on the upward mobility program.

*Utilization and Placement*

*Communications*

**ADDITIONAL FACTS ABOUT EMPLOYMENT AT THE LOWER LEVELS**

# UTILIZATION AND PLACEMENT

## suggested goals

Assure that personnel procedures enhance the development of effective career systems and provide for individual career opportunities and planning throughout the Federal service; with particular emphasis on such opportunities for lower level employees.

These procedures should be designed:

- To assure proper placement of each newly hired employee so that his skills, abilities and interests are fully utilized and also used to help him in the first stages of his career.
- To assure the continued proper placement of each employee as he advances in his career and as he acquires additional abilities and skills.
- To provide opportunities for employees to acquire new skills needed for advancement through the career system.

Establish procedures to identify and reassign those employees whose skills and abilities are not being fully utilized and whose potential is not being fully developed.

## suggested agency actions

Conduct periodic utilization surveys.

If necessary, modify promotion plans to insure consideration of employees who have been identified as underutilized.

Insure use of reassignment and transfer mechanisms to enable full utilization and proper placement of employees.

Provide for experiential details to enable employees to acquire new and usable skills.

Establish positive outplacement services between Federal agencies and components of agencies for employees who want such assistance, (e.g., those whose skills cannot be effectively utilized within their agency, those employees without further promotion opportunities in their agency); provide

assistance in placement of such employees with state and local governments, industry, etc.

Establish an employee talent bank (skills, abilities, aptitudes and estimates of potential) and job bank to guide employees towards job opportunities.

Allocate jobs to be used for training and experiential development purposes.

Give priority to filling jobs by promotion instead of new hires to increase advancement opportunities for qualified lower level employees, particularly minority members and underutilized.

Use diagnostic testing as an instrument for selection for training and/or developmental work assignments.

## commission support actions

Develop model programs for agency use in designing and conducting utilization surveys and in making use of results of these surveys.

Provide guidance and assistance to agencies on the use of diagnostic testing.

Actively sponsor educational programs leading to high school equivalency certification for those employees who will benefit therefrom and who want to participate; make maximum use of local education programs and resources.

Provide basic remedial education needed to qualify employees for the next step in their individual career development plans to those who want it and can benefit from it; make maximum use of local adult education programs and resources.

Establish skills development training programs related to agency manpower needs; designed to qualify employees for promotion to specific jobs; and made available to as many employees as possible who can benefit and want to participate.

Make agency staff available to assist educational institutions in relating course materials to Federal programs.

individual career development plans. (Courses in English, mathematics, psychology, supervision and management, for example, often enhance an employee's promotability and should be considered in preparing the individual's career development plans.)

Provide appropriate remedial training (both classroom and shop) for employees who show potential, to qualify them for apprentice and trades training programs, as a source of entry into these programs.

Provide additional cooperative work-study programs to bring persons previously denied the advantages of specialized training into occupations in which skilled manpower is needed.

Draw further upon colleges and junior colleges as training resources for lower level employees; when needed, work with educational institutions to modify scheduling and curriculum offerings to better meet agency needs and individual needs.

## commission support actions

Revise Federal Personnel Manual material on training to give positive emphasis to training and education of lower level employees; to encourage use of the Government Employees Training Act to pay for training of lower level employees in non-Government facilities.

Revise and reissue guidance to agencies on training of disadvantaged and lower level employees.

Promote and coordinate special arrangements (e.g., scheduling, curriculum modification, on-site offerings) with educational resources in Washington and field.

Encourage agencies to share resources and facilities for training of lower level employees.

Provide agencies with model education and training systems which are geared to the needs of disadvantaged and lower level employees (e.g., basic educational skills, vocational skills, interpersonal skills) and which makes use of advanced training materials and technology (e.g., programmed instruction).

Expand clerical skills training offered in CSC training centers to include typing, shorthand, if such training is not readily available through non-Government facilities.

Provide training for agency employee development specialists on methods, practices and resources for effective upgrade training programs.

Publicize Project 250 experiences to guide agencies in the development of their programs.

Establish programs with junior and community colleges providing for the substitution of work experience for a specified number of credit hours toward Associate in Arts degrees, if work is related to the course of study.

Develop and provide agencies with information on training and education opportunities available at local educational institutions for lower level employees in Washington and in the field.

Promote, guide and assist in the development of training agreements.

Qualification and Placement

Communication

ADDITIONAL FACTS ABOUT EMPLOYMENT AT THE LOWER LEVEL



THE PURPOSE OF THIS DOCUMENT A LOWER LEVEL EMPLOYEE IS A NON-PROFESSIONAL  
OR A SUB-PROFESSIONAL AT GRADES GS-7 AND BELOW OR EQUIVALENT LEVELS.

# EDUCATION AND TRAINING

## suggested goals

Provide educational and training opportunities for lower level employees, who can benefit, to *help* them advance in accordance with their potential.

Establish and expand educational and training opportunities for employees in the lower levels:

- To help them qualify for related advancement as well as to improve their long range potential.
- To enhance and improve their job performance in present and future positions.

These developmental opportunities should be:

- Related to the individual career plans referred to above.
- Provided in the most efficient manner, through agency, interagency or non-Government facilities.
- Provided on-site and on-the-clock, when economic and feasible.

## suggested agency actions

Continue to provide training and educational opportunities to professional, administrative and technical employees in middle and upper levels.

Establish and expand training and educational opportunities for sub-professionals, trades, and lower level administrative and clerical employees to be provided on-the-clock to the maximum extent possible. (Agencies may wish to set limitations on the total number of hours per week an employee is attending daytime developmental training aimed primarily at qualifying for promotion.)

Establish and expand trainee positions in clerical, administrative, technical, trades, sub-professional, as well as professional fields, through imaginative use of training agreements allowing for accelerated advancement.

Provide advance payment (tuition, books and supplies) for after-hours correspondence, adult education and college level courses for lower level employees to help them qualify for advancement to positions for which they show potential and which are approved as part of the employees'

# CAREER COUNSELING AND GUIDANCE

## suggested goals

Provide counseling and guidance to as many lower level employees as possible to encourage and assist them in planning and achieving occupational, training, education and career goals, as they relate to the needs of the individual, the agency, and the Federal service.

Counseling and guidance should include:

- A realistic appraisal of the individual's interest and potential.
- Complete information on job opportunities within the agency's career system.
- Full knowledge of educational, training and developmental opportunities available.

## suggested agency actions

Whenever possible, provide a full range of counseling and guidance services both within and outside of supervisory channels; "outside" services may be provided through either the establishment of qualified staff services for the purpose or by

providing arrangements with other agencies or qualified outside sources.

Insure that counseling and guidance services are made available to employees on a strictly voluntary basis.

## commission support actions

Conduct research to identify existing measures for diagnosing need and potential for remedial education and training; develop additional measures of job interest and motivation to help in counseling employees and upgrading their basic skills.

Provide guidance and assistance to agencies in the use of diagnostic instruments.

Establish a clearinghouse of information on diagnostic counseling techniques and practices.

Develop appropriate training programs and courses for career counselors.

Include career counseling in all *appropriate* CSC management and supervisory training programs.

Require coverage of career counseling in training of all new supervisors.

Provide assistance (through Interagency Board of Examiners) to smaller agencies in establishing cooperative career counseling services.

Development Plans

Career Counseling and Guidance

Utilization and Personnel

Communication

FACTS ABOUT EMPLOYMENT AT THE LOWER LEVEL

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# CAREER DEVELOPMENT PLANS

## suggested goals

Create career development plans on a voluntary basis for lower level employees who have potential for advancement.

Career development plans should be:

- Tailored to suit the individual capabilities and ambitions of employees so that they will have the opportunity to reach their highest level of performance and sense of self-worth and achievement within the agency and the Federal service.
- Related to the present and future needs of the agency and the Federal service.

## suggested agency actions

Career development plans should be developed jointly by employees, qualified career counselors, and the employees' supervisor.

Provide for periodic review and updating (at least annually) of these individual career development plans.

Establish a system for monitoring and follow-through on implementation of career plans.

Train supervisors and managers of lower level employees in goals of upward mobility programs, in techniques of counseling and developing employees, in effective use of available developmental resources, and in developing effective human relationships.

## commission support actions

Provide technical assistance and guidance on developing career planning programs.

Establish clearinghouse for information on current use of career development plans in government and industry.

Recognize and publicize exemplary agency programs.

Develop appropriate training programs and courses for managers and supervisors to hand-off to agencies.

# JOB DEVELOPMENT

## suggested goals

Conduct a positive program of occupational analysis, job redesign and job restructuring to establish new positions which provide additional opportunities for (a) entry employment, (b) advancement in non-professional occupations, and (c) "bridges" to higher grade ladders.

## suggested agency actions

Intensify and give priority attention to job development.

## commission support actions

Expand capability to provide technical assistance and guidance to agencies in the development and maintenance of job development programs.

Serve as clearinghouse for agency activities in this area, making activities known to other agencies.

Increase interagency training activities in techniques of functional job analysis, job redesign and job restructuring.

Conduct a series of job restructuring demonstration projects—on-site in selected agencies—to create "bridging" positions in white collar and blue collar occupational fields which would result in substantial upgrading opportunities for lower level employees and be capable of replication by other agencies. (Public Service Careers program funds would likely be available to support these projects.)

Job Development Plans

Career Counseling and Guidance

Job Development Program

Communications

ESSENTIAL FACTS ABOUT EMPLOYMENT AT THE LOWER LEVELS

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# QUALIFICATION STANDARDS

## suggested goals

- Assure that qualification standards facilitate mobility.
- Provide for alternative qualifications in terms of demonstrated ability to successfully perform and to learn to carry out higher level responsibilities.

## commission support actions

Continue to conduct comprehensive reviews of qualification standards for all series to insure that qualification requirements relate only to actual performance requirements and do not create unnecessary barriers for movement upward and across occupational lines.

Eliminate the Federal Service Entrance Examination as a mandatory requirement for employees to move into professional fields when alternative standards can be devised.

## suggested agency actions

Establish career systems which are appropriate for the occupations, missions and organization of the agency.

Analyze occupations within the agency to identify patterns of entrance and movement upward.

Identify the knowledge and skill requirements for successful performance at each step of the ladder.

Establish avenues for movement from lower

level career ladders to higher level career ladders.

Identify or establish career ladders for the various occupations within the agency.

Integrate management and personnel functions and practices (e.g., hiring, placing, developing, appraising, and promoting employees) with career systems.

Assign operational and monitoring responsibilities to appropriate officials and organizations.

## commission support actions

Establish the concept of career systems as a policy of the Federal Personnel System.

Develop model systems in selected occupational categories.

Develop and apply at selected field installations demonstration programs to test and evaluate career systems concept.

Career Systems

Employment Plans

Career Counseling and Guidance

Organization and Placement

Communications

THE FACTS ABOUT EMPLOYMENT AT THE LOWER LEVELS

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## COME FACTS

# CAREER SYSTEMS

### suggested goals

Establish career systems to increase opportunities for advancement, utilization, training and education of employees in lower levels.

These systems should provide:

- For development and advancement both within and across occupational lines.
- A means for lower level employees to gain easier entry to higher level career ladders.

These systems should also include these elements:

- Identification of employees with potential and desire to advance.
- A training and educational system which both develops potential and prepares an employee for work at a higher career level.
- Procedures for competition for advancement.

We recognize that the ability of agencies to implement fully the program will vary considerably depending on many factors. Certainly the composition of its work force and the availability of funds and spaces must be considerations.

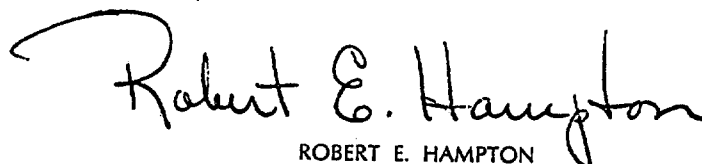
However, despite limitations on funds and spaces, we must do everything we can to implement as much of the program as possible in each agency. In determining what you can do, consider the possibility of applying parts of the overall program where the implementation of the total program is not feasible. In applying parts of the program, it is important to recognize that some parts cannot stand alone. For example, to train employees without being able to give them opportunities to utilize their training would be unwise; to provide career counseling which is not geared to realistic opportunities would be harmful; and to publicize an upward mobility program without providing genuine opportunities for advancement would have a negative effect.

You should also consider applying the program or various parts of it in specific installations where total agency-wide implementation is not possible. Application of the program should, of course, be realistically aligned to job opportunities but even with a contracting work force there is still considerable opportunity, particularly in large agencies, for upward mobility of employees. What we must undertake is a new effort at assuring that within each agency we are assessing with renewed vigor the overall possibilities for upward mobility of Federal employees who have potential for advancement and that we are providing appropriate assistance to them.

We have directed our staff to facilitate effective implementation of this program throughout the Federal government. In addition to providing general advice and assistance, we are committing ourselves to specific actions designed to support your agency's efforts. These actions are also outlined in the attached document. We will work with agency officials on those items which require consultation.

The President expects me to report to him periodically regarding progress under the new Executive Order. Guidelines for an internal evaluation reporting system on the entire equal employment opportunity effort will be forthcoming. Your efforts on upward mobility will be a significant part of this report.

I am sure that you will do everything you can to effectively carry out this vital part of the President's Equal Employment Opportunity Program and that you will communicate your personal support for its implementation to all officials of your agency. We in the Civil Service Commission will do our part to assist you.



ROBERT E. HAMPTON  
Chairman

*Equal Employment Opportunity*

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OR A SEMI-PROFESSIONAL AT GRADES ~~GS-11 AND~~ BELOW OR EQUIVALENT LEVELS.

## SOME FACTS

UNITED STATES CIVIL SERVICE COMMISSION  
WASHINGTON, D.C. 20415

May 7, 1970

### MEMORANDUM FOR HEADS OF DEPARTMENTS AND AGENCIES

**Subject: Upward Mobility of Lower Level Employees**

In his memorandum to department and agency heads of August 8, 1969, the President said that the achievement of equal opportunity for all our citizens included the opportunity for all persons "to seek and achieve their highest potential and productivity in employment situations." He said we must search for new ways to provide encouragement, assistance, and training opportunities so that all employees may utilize their capabilities to the fullest extent in Federal agencies.

In my report to the President on the subject of equal employment opportunity prior to the issuance of Executive Order 11478, I pointed out that "many of our minority employees are concentrated at the lower grade levels, victims of inadequate education and past discrimination. Our women employees are also largely concentrated at the lower grade levels." Because of these circumstances, the Civil Service Commission recommended that we exert every effort possible in Federal agencies to encourage upward mobility of men and women of all races, religions, and ethnic backgrounds now at the lower grade levels so that they might work at their fullest potential. In his memorandum to you of August 8, the President endorsed this recommendation.

The Civil Service Commission asked for an outline of a program of action which could be used by agencies throughout the government in implementing the "new directions" on upward mobility for lower grade employees. The array of actions, developed in consultation

# COMMITMENT TO UPWARD MOBILITY

"Equality of opportunity . . . includes the opportunity for all persons, with full recognition of their dignity as individuals, to seek and to achieve their highest potential and productivity in employment situations."

"While we must continue to search out qualified personnel from all segments of our population, we must now assure the best possible utilization of the skills and potential of the present work force. Employees should have the opportunity to the fullest extent practicable to improve their skills so they may qualify for advancement."

*President's Memorandum of  
August 8, 1969 to Heads of  
Departments and Agencies on  
Equal Employment Opportunity*

Career Systems

Employment Plans

Career Counseling and Guidance

Education and Training

Communications

FACTS ABOUT EMPLOYMENT AT THE LOWER LEVEL

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# SOME FACTS ABOUT EMPLOYMENT AT THE LOWER LEVELS

(Presented Separately In Three Categories—General Schedule And Related, Wage System And Postal Field Service)

## general schedule and related

Over 696,500 or 54 percent of all full-time employees under the General Schedule were in grades GS-1 through 7 in June 1969. (These data include many employees who are college graduates at the first rungs of professional career ladders.)

As of June 30, 1969, over 365,800 employees or 53 percent of all employees in General Schedule grades 1 through 7 were employed in the Department of Defense; 72,000 or 10 percent in the Veterans Administration; 57,300 or 8 percent in Health, Education, and Welfare; 49,300 or 7 percent in Agriculture; 38,900 or 6 percent in Treasury; and 113,200 or 16 percent in all other agencies.

A 1969 survey showed that minority group members accounted for 22 percent of all full-time employees in General Schedule or similar to General Schedule grades 1 through 7. ("Similar to General Schedule" refers to all positions which follow the same grade and pay as the General Schedule.)

A 1968 survey showed that women accounted for 46 percent of all white-collar employees in General Schedule grades 1 through 7 or the equivalent. ("Equivalent" relates all white-collar pay plans, including Postal Field Service, to General Schedule on the basis of grade or salary level.)

## wage system

Almost 516,600 or 86 percent of all Wage System employees (excluding Foreign nationals) were in the pay range of \$3,328 to \$8,999 in June 1969.

A 1969 survey showed that the number of minority group employees accounted for 31 percent of all employees in the \$3,328 to \$8,999 pay range.

## postal field service

Almost 163,000 or 92 percent of all employees in the Postal Field Service were in grades PFS 1 through 7 in June 1969.

A 1969 survey showed that minority group members accounted for 25 percent of all employees in Postal Field Service grades 1 through 7.

